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ABSTRACT

This guide to the Job Training Partnership Act (JTPA) was prepared by the Wisconsin League of Women Voters to aid women in that state in gaining the full benefits of the Act's provisions. The guide is organized in eight sections. The first two sections introduce the guide and outline the provisions of the JTPA. The third section explains who runs the various components provided for by the JTPA, such as the Governor's office, the State Job Training Coordinating Council, the Private Industry Council, and local elected officials. In the fourth section, the guide addresses the issue of how the JTPA can address the special needs of women. Items discussed include support services, recognition of special needs, and analysis of what the JTPA has done in Wisconsin to date. The fifth section suggests ways of monitoring the JTPA and explains the administrative structure, the job training plan, service providers, participant support, and performance standards. In the sixth section, a plan of action is offered for improving the implementation of the JTPA provisions to meet women's needs. Included is information on interpreting the data, educating the community, publicizing, and building a coalition. The final two sections of the guide contain multiple appendixes that explain the Act and outline the structure of the various agencies involved in its implementation, and a list of information resources. (KC)

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CRACKING THE BARRIERS OF POVERTY:
MONITORING THE IMPACT
OF THE
JOB TRAINING PARTNERSHIP ACT
ON WISCONSIN WOMEN

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I. INTRODUCTION

Women make up over 50% of those who are eligible for the benefits of the Job Training Partnership Act (JTPA). Women are not only the majority of the poor in Wisconsin, but face special problems in seeking employment. Women's poverty differs significantly from that of men. Even when women are employed, they face unique problems. Job segregation, low wages and wage discrimination, the lack of affordable child care, and limited access to job training programs are barriers that inhibit women from breaking, or even cracking, the bonds of poverty. A 1978 study showed that of the females heading households who work outside the home, more than one quarter had incomes below the poverty level.

The Job Training Partnership Act addresses the needs and solutions for women, but we need to improve the implementation. We are not using this legislation to the fullest benefit.

You can help, and we hope this guide will begin your involvement in JTPA and in helping women crack the barriers to employment.

First, we will have a brief look at the history and background of JTPA. Then we will show you how JTPA can address the employment needs of women. Next we will look at how your Service Deliverty Area (SDA) is meeting these special needs, and finally, we will show you how to maximize JTPA services for women in your community.

II. WHAT IS THE JOB TRAINING PARTNERSHIP ACT (JTPA)?

JTPA replaced the Comprehensive Employment and Training Act (CETA) in October 1983 as the major federally funded job training program. Unlike CETA, this bill has no jobs creation component and only small amounts of money for supportive services such as day care, transportation, and so on. The legislation creates a partnership between the private sector and local elected officials for the design and implementation of the Act. The main administrative structure is the state and local private industry council (PIC). Appendix A has a JTPA summary prepared by the League of Women Voters of United States.

The purpose of the JTPA is "to prepare youth and unskilled adults for entry into the labor force and to afford job training to those economically disadvantaged individuals and other individuals facing serious barriers to employment." Federal regulations require that women must receive equitable services. In Wisconsin, AFDC recipients are among those who must be served.

III. WHO HAS THE POWER?

* The Governor has the power to set policy and manage and oversee the implementation of JTPA. Much of the Governor's role is handled in the Division of Employment and Training Policy (DETP) of the Department of Industry, Labor, and Human Relations (DILHR). The Governor has the power to:

  - Appoint the State Job Training Coordinating Council (SJTCC)
  - Designate Service Delivery Areas (SDA)
  - Certify local Private Industry Councils (PIC) and approve local plans
  - Prepare a statement of goals and objectives (See Appendix B)
  - Issue a Coordination and Special Services Plan
  - Oversee SDAs allocation of funds and adjust and monitor performance standards
  - Plan and administer statewide programs and grants
  - Provide statewide guidance and oversight including fiscal control, auditing, and compliance monitoring
  - Maintain complaint/appeals process

* The State Job Training Coordinating Council (SJTCC) has the power to plan, coordinate, and monitor all employment and training programs in the state. Its primary responsibility is to advise the Governor on issues of broad policy. It is not permitted to operate programs or provide services to participants. The Council's actions are subject to the Governor's approval.

  The Governor appoints the 32-member council which must reasonably represent the population of the state. The membership includes:

  - Eleven private sector representatives
  - Seven state government representatives
  - Seven local government representatives
  - Seven representatives of the general public and interested agencies (see Appendix C for 1984 membership)

* Local power is exercised through appointments to the Private Industry Council (PIC). Wisconsin is divided into 17 Service Delivery Areas (SDAs). The PIC acts as the Board of Directors in each SDA. The day to day activities of the SDA is done by the Administrative Entity - a person or organization hired by the PIC. (Appendix D contains the names, addresses, and telephone numbers of the contact persons in the 17 SDAs, with a map of the SDAs.) The PIC provides policy guidance and oversight in partnership with the local government. They decide what programs to fund; distribute JTPA funds; and review, monitor, and evaluate these programs. (The State mandates that JTPA programs be coordinated with other employment and training programs as well as other programs aimed at assisting the needy.) The majority of PIC members must be persons from private business and industry, and must include:

  - Owners, chief executives, chief operating officers, or others in positions of responsibility in private-for-profit or other non-governmental businesses;
  - Reasonably represent the industrial and demographic composition of the business community; and
  - At least half must be from small business--including minority business.

Any remaining members are to be selected from K-12 school districts, vocational school districts, organized labor, rehabilitation agencies, economic development agencies, the state employment service, or community based organizations (CBOs) which serve the JTPA eligible populations. In addition, Wisconsin requires that minorities and women be represented on each PIC.

Members are appointed by the Chief Elected Official of the counties within the SDA. Private sector appointments are made based on nominations either received from a local general purpose business organization (i.e., Chamber of Commerce) or from Chief Elected Officials in the counties.

The Local Elected Officials are the chief elected officials or their designate in each county. The PIC and LEOs divide the power, and formalize the PIC-LEO Agreement. This reflects the "partnership" between government and private industry.

IV. HOW CAN JTPA ADDRESS SPECIAL NEEDS OF WOMEN?

Women represent a majority of the 12 targeted groups in Wisconsin eligible for JTPA. Most groups must be economically disadvantaged. However, up to 10% of the funds may be spent on people who are not economically disadvantaged, but who have encountered barriers to employment, such as displaced homemakers and teen parents.

Support Services

The act provides for a broad range of training and placement related services for women. Supportive services may be extended up to six months after placement. Child care, health care, transportation, relocation assistance, peer group support, post program support to aid job retention, cost of special clothing or equipment, resume production costs, and/or financial counseling are examples of services that will attract women in poverty and allow them to become successful graduates of JTPA programs.

Although there is a 15% expenditure limitation on these supportive services, a PIC may increase that limit to assure that the targeted groups are properly served. For example, if a particular SDA is serving a large number of AFDC recipients, the cost for supportive services such as child care and transportation may necessitate a waiver of the 15% cap. (See Appendix E for amounts spend for administration and support during the transition period by SDA.)

Recognition of Special Needs of Women

The act prohibits discrimination, encourages efforts to overcome sex-stereotyping, and provides for training and preapprenticeships for non-traditional jobs.

The legislation targets groups which have traditionally had a more difficult time seeking and maintaining employment. Such targeted groups as single parents, displaced homemakers, and school age parents are often women. PICs should exercise care in finding service providers sensitive to the needs of these groups.

In Wisconsin, the Governor's first objective was to provide fair allocation of resources to reach the most economically disadvantaged who face barriers to employment, and secondly, to serve and achieve measurable results with special groups including at-risk youths, women, and minorities.

In addition, there must be coordination between JTPA and other government programs that traditionally serve women, such as AFDC and the Wisconsin Employment Opportunities Program (WEOP). (See Appendix F for a complete listing of Federal programs that relate to JTPA.)

What's Happened So Far Statewide?

Now that we have a good working knowledge of the JTPA legislation, lets see how the program has worked in Wisconsin. To do this we will review the first 18 months of existence, commonly called the transition period.

First we will look at a chart which shows which groups were targeted to be served and how successfully the goals were met.

TABLE 1

SERVICE TO TARGET GROUPS (ADULT AND YOUTH)

TARGET GROUP	EQUITABLE SERVICE LEVEL (%)	ENROLLMENTS % OF TOTAL	PLACEMENTS % OF TOTAL	ENROLLMENTS NUMBER	PLACEMENTS NUMBER
TOTAL	For Comparison Purposes			15,904	6,139
Adults		52.7%	63.1%	8,388	3,873
Youth	--	47.3	36.9	7,516	2,266
Males	--	53.1	56.9	8,447	3,494
Females	56.2%	46.9	43.1	7,457	2,645
Older Indiv.	11.0	2.1	2.4	334	147
Minority	17.2	14.1	12.4	2,237	762
Black	--	5.0	4.9	791	298
Hispanic	--	3.6	4.1	572	254
Am. Indian/AN	--	3.3	2.3	525	139
Asian/PI	--	2.2	1.2	346	71
Handicapped	10.6	17.2	13.1	2,730	804
Dropouts	17.7	15.5	16.5	2,470	1,015
AFDC/WEOP	8.5	29.6	23.6	4,705	1,449
Public Assist. Recipient	Not Avail.	40.2	33.4	6,393	2,047

SOURCE: GETO Bulletin, Number 84-27, September 27, 1984

As the chart reveals, women were underserved. Although they made up 56.2% of the eligible population, they represented only 46.9% of those enrolled in JTPA and only 43.1% of all placements.

Women were also placed in lower paying jobs, as demonstrated in the following table.

TABLE 2

WISCONSIN TRANSITION PERIOD SDA ADULT PROGRAM*
PLACEMENT RATES, WAGES, AND WAGE GAINS/LOSSES

Group	Rate at Which Terminees Entered Employment	Average Hourly Wage at Placement	Wage Gain/ Loss for Participants Placed**
All Adults	66.9%	$4.85	$-.16
Females	64.5	4.31	+.11
Males	68.9	5.27	-.37
Minorities	54.2	4.38***	N.A.
Whites	68.9	4.42***	N.A.
Older Individuals (55+)	63.0	4.78	-.63
Handicapped	66.4	4.43	+.05
Dropouts	61.6	4.46	-.39
AFDC/WEOP	57.2	4.74	-.12
Public Assistance	58.3	4.67	-.21
Offenders	60.8	4.55	-.22
Displaced Homemakers	48.9	4.13	-.11
Single Heads of Households	58.6	4.44	+.05
Teenaged Parents	58.3	3.93	+.62

N.A. = Not Available

* Does not include information for the Waukesha-Ozaukee-Washington or Milwaukee SDAs. Date was unavailable for this summary because these two SDAs do not participate in Wisconsin's automated participant information system.
** Gain (loss) figures are only for participants with pre-JTPA wages.
*** Average wage for adults and youth combined.

SOURCE: State of Wisconsin Report to the Governor on the Job Training Partnership Act, December 1984, pg. 10.

These two problems were highlighted in the report to the governor. "Minorities, women and female-dominant groups in the SDA program entered employed at a lower rate and generally obtained jobs with lower average wages than other groups."

This data is significant in terms of other government programs. For example, an AFDC recipient (who is eligible for medical assistance) must earn $5.74 an hour to equal the assitance offered by AFDC.

This discrepancy between work and welfare income, combined with lack of work experience and often low esteem, is a formidable barrier to reducing welfare dependency. Those involved in the implementation of JTPA must be aware of the obstacles and design programs that offer at least as much as welfare plans. Supportive service after job placement is essential! Yet, during the transition period, Wisconsin SDAs expended only 7.3% of JTPA funds on support services--less than half the 15% allowed by law.

Another way JTPA can better benefit women is by placing them in higher paying, often less traditional employment. Here is the occupational placement pattern for the transition period:

TABLE 3

SDA OCCUPATIONAL PLACEMENT PATTERNS (TITLE IIA ADULT PROGRAM*)
DURING THE TRANSITION PERIOD - THE TOP TWENTY OCCUPATIONS

Occupation	Total Placements	Total Males (Avg. Wage)	Total Female (Avg. Wage)
1. Secretaries	103	2 (3.82)	101 (4.45)
2. Packaging Occupations	98	56 (4.15)	42 (3.78)
3. Metal Unit Assemblers	76	43 (5.53)	33 (4.77)
4. Packaging, Material Handle	74	51 (4.87)	23 (4.44)
5. Chefs, Cooks	71	28 (4.01)	43 (3.71)
6. Waiter, Waitresses	63	7 (3.65)	56 (3.26)
7. Janitors	60	55 (4.22)	5 (3.38)
8. Machinists, related	60	55 (6.49)	5 (4.43)
9. Misc. Construction	59	57 (5.83)	2 (5.25)
10. Occupations in food processing	56	30 (5.11)	26 (4.92)
11. Hospital Attendants	52	8 (3.93)	44 (4.08)
12. Porters, cleaners	51	36 (4.36)	15 (3.98)
13. Welders, cutters	50	49 (6.59)	1 (5.45)
14. Cashiers, tellers	48	5 (3.48)	43 (3.51)
15. Occupations in Medicine, Health	46	10 (5.60)	36 (4.54)
16. Carpenters, related	43	37 (5.39)	6 (5.51)
17. Typists, typing machine	42	4 (5.42)	38 (4.43)
18. Stenography, typing, filing	41	9 (5.20)	32 (4.09)
19. Kitchen workers	40	22 (3.54)	18 (3.66)
20. Sales clerks	39	4 (3.87)	35 (3.61)

* Does not include information on occupational placements in the Waukesha-Ozaukee-Washington or Milwaukee SDAs. Individual participant data is unavailable from these two SDAs because they do not participate in Wisconsin's automated participant information system.

SOURCE: State of Wisconsin Report to the Governor on the Job Training Partnership Act, December 1984, pg. 16.

In the State's report to the Governor, it is recognized that this is a serious problem. It states that "Placements in sex dominant occupations represented 32% of SDA adult program occupational placements. `Male' occupation wages are predominantly higher than `female' occupation wages."

We can conclude that women are not only underserved in the programs, but are earning a lower wage rate than their male counterparts. Special assistance in the form of support services is not being expended to the extent that the law allows. And finally, it appears that sex role stereotyping has a significant impact on occupational placement patterns.

V. QUESTIONS TO ASK - MONITORING JTPA

This is where we need your help. You have the knowledge and tools to help women break the poverty barriers. By monitoring, you will increase the visibility of JTPA. This will aid the PICs in directing efforts toward women and allow the local business community to be aware of the needs of women seeking employment. Let's look at the questions that need to be asked of your SDA.

A. ADMINISTRATIVE STRUCTURES

1. What is the current composition of the PIC?

   Number of Representatives from:

   Womens' Employment Programs

   Community-Based Organizations (CBOs)

   Business

   Labor

   Education

   Percentage of:

   Women

   Men

   Minorities

2. Are PIC meetings open to the public? yes____ no____

3. Are the open meeting laws being followed with respect to notices and agendas of PIC meetings? yes____ no____

4. Which community groups regularly attend PIC meetings? (List)

   Women's Groups

   Civil Rights Groups

   Legal Services Representatives

   Women's Advocates

   Other (Specify)

   (This information is valuable in building coalitions)

B. THE JOB TRAINING PLAN

Each SDA must have a plan on file for the activities it will carry out under the JTPA. Review the plan for the following components.

1. What groups are targeted?

2. What services will be provided?

3. How will the Governor's objectives be met?

   a. What programs will be used to eliminate the wage gap between men and women?
   b. What goals are set to lessen the wage gap?
   c. Are there post placement services to lessen the dropout rate among women?
   d. Will women be placed in jobs with adequate pay, fringe benefits, and job advancement?
   e. Are training programs available to women to help overcome sex stereotyping in occupations? (Specify) For example, peer group support, programs that reduce attitudinal barriers among employees and employers, and job readiness training programs.

4. Are minimum service levels for target populations (women, minorities, older individuals, handicapped, school dropouts, and AFDC recipients) being met?

5. Are there guidelines for participant support services; how will they be implemented?

6. What pre-employment skill development training (assertiveness, career goals, building self esteem, and job seeking skills) is provided for new or re-entry workers? (List)

C. SERVICE PROVIDERS

1. What procedures are used for selecting service providers?

2. Are bonus points given in the selection process to providers with proven expertise in service target groups?

3. What are the wages at placement for men, women, minorities, and other targeted service groups?

	Wage at Placement
Men	_____
Women	_____
Minorities	_____
Other (List)	_____

4. Do the selection criteria encourage or discourage . . .

	Yes	No
* on the job training?	___	___
* long-term or skills training?	___	___
* non-traditional training for women?	___	___
* other (specify)	___	___

5. If your SDA uses performance-based contracting, at which of the following contact points are payments made?

After recruitment	___	___
After program enrollment	___	___
At program mid-point	___	___
At program completion point	___	___
At placement	___	___

6. Do the selection procedures reflect a preference for participants without a need for supportive services, such as child care? yes___ no___

7. Are the assessment instruments for eligibility free of sex-bias? yes___ no___

8. Is volunteer experience included in work history assessments? yes___ no___

9. Are all applicants informed of grievance and complaint procedures? yes___ no___

10. Are intake hours held at different locations to accommodate transportation problems? yes___ no___

If yes, how?

D. PARTICIPANT SUPPORT COSTS

Participant support includes work experience expenditures, supportive services, and needs based payments. Work experience is a temporary part-time job augmented by job skills training. Supportive services are defined as services needed by an individual in order that they may participate in a JTPA program (child care, transportation, or other services). Needs-based payments are payments for the cost of training of a participant in a particular program.

1. How many dollars are spent for participant support costs?

	Amount
* Work Experience	_____
* Supportive Services	_____
* Needs-Based Payments	_____

2. Does the SDA Job Training Plan request a waiver of the 15% participant support services cap? yes___ no___

If yes, is the waiver requested because of . . .

	Yes	No
* Child care expenses	___	___
* Transportation costs	___	___
* Work experience costs	___	___

* Special needs of service populations (such as financial counseling, peer support groups, post program support to aid job retention, medical assistance, and others (specify) yes___ no___

3. Are there cost-of-training allowances or needs-based payments? yes___ no___

If so, what is the rate paid for needs-based payments? How was the rate determined? Does the payment include:

* cost-of-training only? yes___ no___
* training costs plus other support services? yes___ no___
* adjustments based on the number of dependents? yes___ no___
* other factors (specify)? yes___ no___

How is a participant's eligibility for needs-based payments determined?

4. How many programs are using participant support costs in their training?

E. PERFORMANCE STANDARDS

Currently there are seven standards used to evaluate JTPA programs in Wisconsin. What is the level of performance for the following standards?

Training Services for Disadvantaged (Title IIA)	State Acceptable Standard	Your SDA Standard	Your SDA Performance
Adult			
Entered employment rate (%)	43-50	_____	_____
Cost per entered employment ($)	5,470-7,070	_____	_____
Average wage at placement ($/hr.)	4.53-4.86	_____	_____
Welfare entered employment rate (%)	32-37	_____	_____
Youth			
Entered employment rate (%)	32-48	_____	_____
Positive termination rate (%)	70-76	_____	_____
Cost per positive termination ($)	3,121-4,510	_____	_____

SOURCE: State of Wisconsin Report to the Governor on the Job Training Partnership Act, December 1984, pg.8.

VI. WHAT TO DO NEXT

Armed with the data collected from answering the questions in Section V, you can now promote the need for special programs and outreach for women to be served by JTPA. This section has been adapted from a community campaign model published by the project on Equal Educational Rights.

Women are both entering the workforce and becoming household heads in greater numbers, and they are the majority of the poor in Wisconsin. As has been demonstrated, women face a formidable array of barriers to entering the job market, such as job segregation, wage discrimination,

lack of job skills, education and work history,, childrearing, and homemaking responsibilities, and weak self concept as a worker. Since women make up over 50% of the JTPA eligible population and face unique barriers to employment, the job plans of an individual SDA should include special programs, targeted groups, and training for women.

A. INTERPRET THE DATA

Collecting data on how the SDA is serving women will serve several purposes. It validates your arguments for change because it gives you real numbers and facts. By responding to your inquiries, the PIC and its staff sharpen their understanding of the special needs of women served by JTPA. Also these questions show some of the suggested areas that could help the PIC serve women better; such as better outreach, post placement, follow-up, and training programs. Simply asking questions about the Job Plan and publicizing the answers may bring changes in attitudes. Additionally, you may identify some common concerns among the staff or PIC that will help bring about changes in the programs.

If you need more support for women on your PIC, select a candidate and contact the chief elected official in your county to determine the type of vacancy, filing deadline, job description, nomination procedure, and what forms are needed. Your candidate should be in business, if possible, or someone known in your community with an effective voice for your concerns. Talk to the Chamber of Commerce or other appropriate organizations to obtain their sponsorship. Present your nominee to your chief elected official and the PIC chair. Once appointed, be sure to keep in touch with your nominee/PIC member.

In order to achieve needed changes, you should plan a concerted effort to bring to the community's attention the information you have gathered on the needs of women and the help available for them in the Job Training Partnership Act. You could attract others who share your concerns for women and children who live in poverty. Building a community organization, such as the Feminization of Poverty Committee in Brown County, will help you achieve the needed changes in attitudes. Your project will need time, energy, and long range planning to bring about the necessary support from your community. Change needs time and commitment with plenty of follow-up.

B. EDUCATE THE COMMUNITY

To build community support you will need to show the need for support services and special programming for women in JTPA. You may analyze and examine current data on JTPA, persuade others to work for change with you, carefully identify program improvements, and keep the community informed about your efforts. To meet the needs of women in poverty, adequate job programs must focus on special needs, such as child care, adequate wages, and support for entering the paid labor force. Show your community how this will reduce women's dependence on welfare; stress that these programs are not threatening, wasteful, or frivolous, but necessary to reduce welfare costs.

This monitoring project will validate your arguments for change because it gives you real numbers and facts. It will also bring awareness among the PIC and your community on the issues of women, employment, and poverty. Be sure to share your information with the following state offices: State Job Training Coordinating Council, the Governor, and the Division of Employment Training Policy. Thus, state policy workers can work with you.

C. PUBLICIZE YOUR FINDINGS

In addition to research, you should gain publicity for your project. Publicity serves several purposes:

1. To raise public awareness about the employment needs of women in poverty.
2. To legitimatize your issue and your coalition by making them visible to the PIC and the community at large.
3. To help the general public understand the need for specific proposals for women for the JTPA funded programs.
4. To reinforce your own supporters and volunteers by providing recognition for their efforts and achievements.

You should develop a publicity strategy to provide the media with a steady flow of information about your project and the need for employment programs designed to meet the needs of women in poverty.

D. BUILD A COALITION

It takes a lot of work to overcome the built-in inertia of any community to see the needs of women in poverty. If you speak in the name of existing community groups, you will be more likely to attract the serious attention and cooperation of the PIC and JTPA providers of services. You may want to form a coalition. The advantages of building a coalition are many. For example, a coalition:

1. Helps you by harnessing pre-existing groups and communication networks to your issue. Much of the organizing work is already in place.
2. Enables you to present the same messages to your PIC from the different perspectives of the coalition's various member groups.
3. Enables you to mobilize many organizations quickly whenever you need to demonstrate numerical support.
4. Enables groups which may have only a peripheral interest in your issue to take part in a campaign (you will attract many more support groups if each feels it has undertaken only a small, finite obligation).
5. It gets the most mileage out of every active community volunteer because each one is also acting in the name of his/her parent organization.

In summary then, the strategy of this manual is to examine current programs for women in JTPA, recommend improvements, educate the community to the employment needs of women in poverty, and persuade others to work for change. Facts and figures justify the need for changes in JTPA programs serving women. These are suggestions

to achieve changes with the least possible disruption, in an atmosphere of mutual respect and enthusiasm. The object is to show your common ground with the PIC and the providers concerned for women in poverty. On this basis you can work together to devise employment programs that will properly prepare women who face many barriers to employment. You will need time, energy and a long-range plan of action to reach your goals. This is why community support is necessary. People are your power source. Only grassroot organizations are extensive enough and tenacious enough to bring about changes in employment programs. One very effective way to create change is to mobilize community opinion through an organized effort. It is hoped that this manual will help you achieve that end.

APPENDIXES

A Summary of JTPA

B Governor's Goals and Objectives - Program Year 1984-85

C Current Membership - State Job Training Coordinating Council and Local Administrators

D SDA Current Administration and Map

E Title IIA Controlled Expenditures - Transition Period (October 1983 - June 1984) by SDA

F Federal Programs Which Relate to JTPA

G List of Abbreviations

H Local Leagues and Counties Within SDAs

WHAT'S IN THE LAW?

JTPA Public Law 97-300 permanently authorizes job training programs for economically disadvantaged individuals and others who face serious barriers to employment. It gives a larger role than CETA did both to states, which will have administrative responsibility for training programs, and to the private sector, which will have equal authority with local governments in planning and implementing programs. The act has five parts, each of which is outlined below.

TITLE I - JOB TRAINING PARTNERSHIP

This section describes the service delivery system. Each governor will designate service delivery areas (SDAs) within the state. A government unit or a voluntary consortium with a population of 200,000 or more can be designated an SDA upon request. Within each SDA, local government units and PICs will share responsibility for developing two-year training plans and choosing grant recipients and administrators for the plans. A majority of the PIC members must be from the business community, while the remainder will be representatives from education, labor, rehabilitation agencies, community-based organizations (CBOs), economic development agencies, and the state employment service.

Programs will be evaluated based on performance standards currently being developed by the Department of Labor. Seventy percent of the funds available for each SDA must be spent on training; there is a 15 percent cap on administrative costs and 30 percent combined cap on adminstration, supportive services, allowances, and wages.

TITLE II - TRAINING SERVICES FOR THE DISADVANTAGED

A broad range of training activities are authorized under this section, including on-the-job and classroom training, work experience, remedial education, counseling, and job development.

Ninety percent of the funds must be spent on the economically disadvantaged. Since Aid to Families with Dependent Children (AFDC) recipients must be served on an equitable basis, the potential exists for poor women to have access to training. Up to ten percent of funds may be spent on those who are not disadvantaged if they face other barriers to employment (such as persons with limited English-speaking ability, displaced homemakers, school dropouts, teenage parents, and older workers). Forty percent of an SDA's funds must be spent on 16 to 21 year olds. Seventy-eight percent of the funds allocated to each state must be distributed to the SDAs.

TITLE III - EMPLOYMENT AND TRAINING ASSISTANCE FOR DISLOCATED WORKERS

Under JTPA, states will administer training and other employment services to dislocated workers, such as those laid off due to plant closing and to the long-term unemployed. There is a state matching requirement for the federal funds, but it will be reduced if the state has higher than average unemployment. The dislocated workers program has $110 million in funds available for fiscal year 1983, and will have more than $220 million in fiscal year 1984. Seventy-five percent of the funds will be distributed by the governors; the remaining twenty-five percent will be distributed through DOL for discretionary programs.

TITLE IV - FEDERALLY ADMINISTERED PROGRAMS

Some training programs will continue to be administered at the federal level. Covered under this section are such programs as the Job Corps, Native Americans, Migrant and Seasonal Farm Workers, and veterans. This section also authorizes funds for research and demonstration, evaluation, labor market information programs, and multistate programs, which include programs for women, single parents, displaced homemakers, and older workers. The National Commission for Employment Policy is reconstituted as a nongovernmental commission under this section of the act.

TITLE V - MISCELLANEOUS PROVISIONS

This section amends several other labor laws. Among other things, it requires each state's employment service to coordinate its activities with local job taining programs and provides for coordination between the Work Incentive (WIN) and JTPA programs.

SOURCE: Prospectus 3, September 1983, pg. 21.
League of Women Voters of the United States

GOVERNOR'S EMPLOYMENT AND TRAINING POLICY

PROGRAM YEAR 1984-85

MISSION

It is the State's employment and training policy to promote the fullest use of Wisconsin's human resource through training and retraining of the State workforce and those who will enter the workforce and to (thereby) strengthen Wisconsin economy by improving Wisconsin's commerce and industry. Recognizing that, within the framework of the state plan, there is opportunity for unique implementation relative to the characteristics of individual local SDAs, emphasis will be placed upon appropriate job training directed at growth occupations and upon adequate support for those members of the workforce and potential workforce who are unable to benefit from traditional private and public sector training without additional assistance.

GOALS, OBJECTIVES, AND COORDINATION CRITERIA

GOAL 1 — The targeting of employment and training services to high-need groups within the eligible population.

Objective 1 — Enroll and place females, minorities, handicapped, and older workers in accordance with their incidence in the JTPA-eligible population.

Objective 2 — Enroll and place public assistance recipients, AFDC recipients who are in the Wisconsin Employment Opportunities Program (WEOP) or are WEOP-eligible, and school dropouts in accordance with their incidence in the JTPA eligible population.

Objective 3 — Establish specific enrollment and placement standards for other high-need groups based on analysis of the characteristics of the eligible population being served. Where appropriate, special consideration should be given to:

- Displaced homemakers
- Offenders
- Alcohol and drug abusers
- Refugees
- Migrants
- Dislocated workers
- Veterans (Vietnam era)
- At risk youth, including potential dropouts and teenage mothers. (Employment competencies may be substituted for specific enrollment and placement standards for at-risk youth.)

GOAL 2	Improvement in the earned income of participants.
Objective 1	Achieve improvement in the earned income of participants. Dislocated workers shall be considered separately.
Objective 2	Achieve improvement in the earnings of women in relation to the earnings of men. (At present for all American workers, women's wages average 61.7% of men's.)
Objective 3	Reduce total public assistance grant support of participants by 10% and document other forms of welfare dependence reduction.
Objective 4	Provide orientation to nontraditional careers for all enrollees and pre-employment skill development of new labor force entrants.
Objective 5	Provide training in areas of growth and demand occupations.
GOAL 3	Development of state-local partnerships through participation and involvement of the private and public sectors including governmental and educational agencies and community based organizations for planning, as well as for training and placing workers in current and projected demand occupations. In carrying out this partnership, attempts should be made to conserve resources, utilize service delivery agencies of demonstrated effectiveness and avoid duplication of services by maximum coordination of existing resources and allowing for the use of alternative resources or facilities when it is deemed to be more effective.
GOAL 4	Coordination with and assistance to state and local economic development planning efforts to integrate training, job development and placement activities with economic development, resulting in the placement of JTPA enrollees into unsubsidized jobs.
GOAL 5	Ensuring the adequacy of and the improvement in the collection, analysis, and distribution of labor market and occupational information for use in both public and private sector training efforts.
Objective 1	The LMI Task Force will present recommendations to the Governor on the improvement of the labor market and occupational information system in Wisconsin.
Objective 2	Annual Planning Information Summaries providing necessary basic labor market and occupational information will be produced for all SDAs by DILHR.

GOAL 6 — Promotion of training and retraining programs in current and projected demand occupations to enhance employment and reduce unemployment through multiple and innovative approaches.

GOAL 7 — Establishment of policies or mechanisms which make maximum use of complementary resources among delivery systems, including supportive services.

Coordination Criterion 1 — GETO and DH&SS will establish a coordinated program approach for JTPA and WEOP participants which will:

1. Develop state policies to improve program coordination;
2. Prepare models of local agency cooperation;
3. Share information about:
   a. Respective program objectives, policies, and procedures;
   b. Confidentiality issues;
   c. Use of computer systems;
   d. Coordination of program evaluation; and
   e. Job retention and reduction in welfare dependency.

STATE JOB TRAINING COORDINATING COUNCIL
DANIEL JAROSIK, CHAIRPERSON
(CURRENT MEMBERSHIP - NOVEMBER, 1984)*

Private Business

Margaret Baston
First Wisconsin National Bank of Milwaukee

Gene Boyer
Boyer Enterprises, Inc.

Raymond Farley
Johnson's Wax

Robert Milbourne
Kohler Company

Claire Oberbreckling
Therapy & Support Services Inc.

Rosalie Tryon
Tryon Realty

William Wilberg
Wisconsin Association of Manufacturers and Commerce

Alfred G. Wilke
G.E. Medical Systems Group

Edmund F. Woychik
CENEX

Diane Dickinson Zilisch
Cliff Dwellers, Inc.

Local Government Representatives

N. Saytha Babu
Southeastern PIC

Jonathan Barry
Dane County Executive

Dorothy Johnson
Mayor
City of Appleton

Pat McVay
County Board Supervisor
Brown County

Leo Talsky
Executive Chief of Staff
Milwaukee County

Yvonne Van Pembrook
Supervisor
Florence County Board

State Government and the Legislature

Howard Bellman
Secretary
Department of Industry, Labor and Human Relations

Spencer Coggs
State Representative
Wisconsin State Assembly

James Flynn
Lieutenant Governor and Secretary
Department of Development

Louis Fortis
Executive Director
Community Development Finance Authority

Herbert Grover
State Superintendent of Schools
Department of Public Instruction

Linda Reivitz
Secretary
Department of Health and Social Services

Robert Sorensen
Director
Wisconsin Board of Vocational, Technical and Adult Education

Community-Based Organizations, Organized Labor, Local Educational Systems, Other

Mary Avery
Wisconsin Community Action Agencies

Daniel Jarosik
State Advisory Council on Vocational Education

Tom Lonsdorf
American Federation of State, County and Municipal Employes

Jack Reihl
Wisconsin State AFL-CIO

Tom Strick
School Superintendent
Merrill Public Schools

*There are currently four vacancies on the SJTCC.

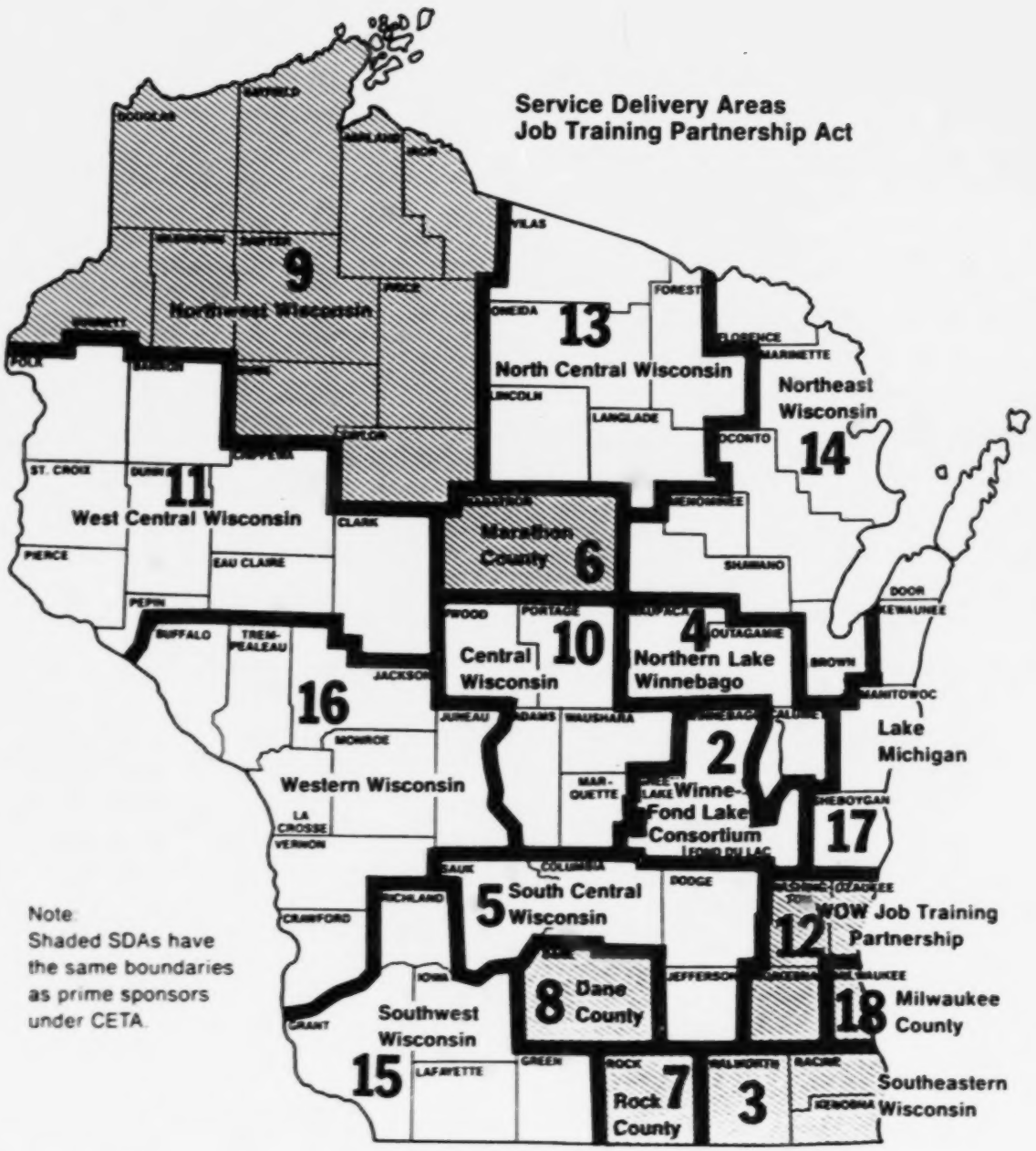
Source: State of Wisconsin Report to the Governor on the Job Training Partnership Act, December 1984. SJTCC

WISCONSIN JTPA SERVICE DELIVERY AREA CURRENT ADMINISTRATION — NOVEMBER, 1984

SDA #	SDA/Executive Director	Administrative Entity	Chief County Official	PIC Chairperson
2	WINNE-FOND LAKE CONSORTIUM Joe Halter, Executive Director	Winne-Fond Lake Consortium Joe Halter, Exec. Director	James Coughlin Winnebago Co. Executive	William Lill, V-Pres. Roberts Marine Products
3	SOUTHEASTERN WI SDA James Sullivan, PIC President	Southeastern WI PIC, Inc. James Sullivan, President	Gilbert Dosemagen Kenosha Co. Executive	Raymond Farley, President Johnson's Wax
4	NORTHERN LAKE WINNEBAGO SDA James Lauer, Chief Adm. Officer	Human Resource Specialists James Lauer, Chief Adm. Officer	John Schreiter Outagamie Co. Executive	Elmer Carpenter, V. Pres. Ariens Company
5	SOUTH CENTRAL WI SDA Andrew Piekarski, Administrator	South Central WI SDA PIC Andrew Piekarski, Administrator	Melvin Rose Sauk Co. Bd. Chair	Stanton P. Helland, President Riverview Boat Line
6	MARATHON COUNTY SDA Gary Denis, Director	Marathon County PIC Gary Denis, Director	Edward Fenhaus Marathon Co. Bd. Chair	Walt Cosman, V-Pres. Finance Wausau Concrete
7	ROCK COUNTY SDA James Hutchinson, Exec. Director	PIC of Rock County James Hutchinson, Exec. Director	Paul Luety Rock Co. Bd. Chair	Theodore Stevenson, V-Pres. Fairbanks Morse, Engine Div.
8	DANE COUNTY SDA Dale Hopkins, Administrator	Dane County PIC, Inc. Dale Hopkins, Administrator	Jonathan Barry Dane Co. Executive	Toby Sherry, Senior V-Pres. First WI Bank
9	NORTHWEST WI CEP, INC. Jon D. Sollie, Exec. Director	Northwest WI CEP, Inc. Jon D. Solie, Exec. Director	Jack Shepard Chair, NW-CEP Board	Keith Jensen, President J.R. Jensen & Son
10	CENTRAL WI SDA Michael Irwin, Exec. Director	Central Wisconsin PIC Michael Irwin, Exec. Director	David Draves Wood Co. Bd. Chair	Lloyd Chambers III, Director Gov't Affairs & Econ. Analysis Nekoosa Papers, Inc.
11	WEST CENTRAL WI PIC Richard Best, Exec. Director	West Central Wisconsin PIC Richard Best, Exec. Director	Marvin Christenson Pierce Co. Bd. Chair	Thomas Miller III, Chief Exec. Myrtle Werth Medical Center
12	WOW JOB TRAINING PARTNERSHIP Leonard Cors, Director	Waukesha Co. Dept. Job Training Leonard Cors, Director	Betty Cooper Waukesha Co. Bd. Chair	Lyall Mathison, President Mathison Magnesium
13	NORTH CENTRAL WI SDA Kent Larson, Reg. Manager, WPSIP	WI Pri. Sector Init. Program Leslie Olson, President	Neil LeMay Lincoln Co. Bd. Chair	Marcel Lamers, Dir. Ind. Relat. Triumph Twist Drill
14	NORTHEASTERN WI SDA Ron Hayes, Reg. Manager, WPSIP	WI Priv. Sector Init. Program Leslie Olson, President	Oscar Tachick Oconto Co. Bd. Chair	Paul Henrichs, Owner Eagle Nest Supper Club
15	SOUTHWESTERN WI PIC Roberta Early, Prog. Admin.	Southwestern WI PIC Robert Allen, Chair	Mary Wirth Grant Co. Bd. Chair	Robert Allen, Manager WI Power & Light
16	WESTERN WI SDA Jerry Hanoski, Prog. Admin.	Western Wisconsin PIC Jerry Hanoski, Prog. Admin.	Charles Pierce La Crosse Co. Bd. Chair	Jerry Freimark, President Fountain City Ford
17	LAKE MICHIGAN SDA Jeffrey Deprez, Reg. Manager, WPSIP	WI Priv. Sector Init. Prog. Leslie Olson, President	Donald Vogt Manitowoc Co. Bd. Chair	W. James Grasse, President Verifine Dairy Products Co.
18	MILWAUKEE COUNTY SDA Lawrence Jankowski, Acting Director	Executive Office for Economic Resource Development Lawrence Jankowski	William O'Donnell Milwaukee Co. Executive	James C. McDonald, Asst. to Pres. Northwestern Mutual Life Insurance

Source: State of Wisconsin Report to the Governor on the Job Training Partnership Act, December 1984. SJTCC

Source: State of Wisconsin Report to the Governor on the Job Training Partnership Act, December 1984. SJTCC



State of Wisconsin

TITLE IIA CONTROLLED EXPENDITURES (ROUNDED)
TRANSITION PERIOD

SDA	ADMINISTRATIVE (15%)	PARTICIPANT SUPPORT (15%)	TRAINING (70%)
Winne-Fond Lake	126,746 (13.9)	76,552 (8.4)	707,606 (77.7)
Southeastern WI	226,077 (18.7)	58,482 (4.8)	925,391 (76.5)
Northern Lake Winnebago	118,278 (12.3)	166,845 (17.4)	675,980 (70.3)
South Central WI	109,732 (13.9)	70,591 (9.0)	606,756 (77.1)
Marathon County	38,890 (9.1)	43,508 (10.2)	345,215 (80.7)
Rock County	125,173 (17.4)	891 (0.1)	592,745 (82.5)
Dane County	103,830 (12.1)	94,724 (11.0)	660,507 (76.9)
Northwest WI CEP, Inc.	390,813 (18.3)	411,503 (19.2)	1,338,470 (62.5)
Central WI	65,942 (12.5)	41,117 (7.8)	418,522 (79.7)
West Central WI	140,473 (11.2)	76,036 (6.0)	1,040,772 (82.8)
W-O-W	214,832 (13.3)	142,613 (8.8)	1,260,425 (77.9)
North Central WI	78,551 (20.4)	31,871 (8.3)	274,294 (71.3)
Northeast WI	94,265 (8.6)	50,948 (4.7)	950,380 (86.7)
Southwest WI	66,187 (13.6)	18,719 (3.9)	401,164 (82.5)
Western WI	86,307 (7.8)	40,242 (3.6)	985,688 (88.6)
Lake Michigan	92,098 (10.8)	13,571 (1.6)	745,641 (87.6)
Milwaukee County	641,084 (13.7)	378,251 (8.1)	3,643,736 (78.2)
STATE	2,719,278 (13.6)	1,716,464 (8.6)	15,573,292 (77.8)
STATE (less Northwest WI CEP, Inc.)	2,328,465 (13.0)	1,304,961 (7.3)	14,234,822 (79.7)

Source: State Job Training Coordinating Council

CHART #1: FEDERAL PROGRAMS WHICH RELATE TO JTPA

Labor Exchange

Employment Service
Unemployment Insurance

Public Assistance

Aid to Families with Dependent Children
Supplemental Security Income
Food Stamps

Programs Related to Public Assistance

Work Incentive Program
Medicaid

Social Services

Title XX, Social Services Block Grant Program
Alcohol, Drug Abuse and Mental Health Block Grant Program

Vocational Rehabilitation

Education

Vocational Education
Adult Education
Cooperative Education
Basic Educational Opportunity Grant Program (PELL Grant)
Supplemental Education Opportunity Grant Program
State Student Incentive Grant Program
College Work Study
"Trio" Programs
Talent Search
Upward Bound
Special Service in College and Educational Opportunity
Educational Consolidation and Improvement Act Programs
Bilingual Education
Education for All Handicapped Children Act
Career Education

Apprenticeship

Economic Development

Community Development Block Grant Program
Community Services Block Grant Program
Urban Development Action Grants
Small Business Administration
Minority Business Development Program

Source: National Conference of State Legislatures.

LIST OF ABBREVIATIONS

AFDC	Aid to Families with Dependent Children
CBO	Community Based Organization
CEO	Chief Elected Official
DHSS	Department of Health and Social Services
DILHR	Department of Industry Labor and Human Relations
ESP	Equitable Provision of Services
GETO	Governor's Employment and Training Office
JTPA	Job Training Partnership Act
LEO	Local Elected Official
PIC	Private Industry Council
SDA	Service Delivery Area
SJTCC	State Job Training Coordinating Council
WEOP	Wisconsin Employment Opportunities Program

LOCAL LEAGUES AND COUNTIES WITHIN SDA'S

SDA	COUNTY	LWV - LOCAL
2. Winne - Fond Lake Consortium	Winnebago Fond Du Lac Green Lake	Neenah-Menasha Oshkosh Ripon Fond Du Lac
3. Southeastern Wisconsin	Walworth Racine Kenosha	Racine Kenosha Whitewater
4. Northern Lake Winnebago	Waupaca Outagamie	Appleton
5. South Central Wisconsin	Sauk Columbia	Beaver Dam Watertown
6. Marathon County	Marathon	Wausau Area
7. Rock County	Rock	Janesville Beloit
8. Dane County	Dane	Dane County
9. Northwest Wisconsin	Douglas Bayfield Ashland Iron Price Sawyer Washburn Burnett Rusk Taylor	Superior Ashland & Bayfield Burnett County Unit Taylor County Unit
10. Central Wisconsin	Wood Portage Adams Waushara Marquette	WI Rapids Area Stevens Point Marshfield Area
11. West Central Wisconsin	Polk Barron St. Croix Dunn Chippewa Pierce Pepin Eau Claire Clark	Pierce - St. Croix Counties Dunn County Eau Claire County

SDA	COUNTY	LWV - LOCAL
12. WOW Job Training Partnership	Ozaukee Washington Waukesha	Ozaukee Washington County Oconomowoc Waukesha Elmbrook
13. North Central Wisconsin	Vilas Forest Oneida Lincoln Langlade	
14. Northeast Wisconsin	Florence Marinette Oconto Menominee Shawano Brown	Greater Green Bay Shawano County Unit
15. Southwest Wisconsin	Grant Richland Iowa Lafayette Green	
16. Western Wisconsin	Buffalo Trempealeau Jackson Juneau Monroe La Crosse Vernon Crawford	La Crosse County Vernon County Unit
17. Lake Michigan	Door Kewaunee Manitowoc Sheboygan	Door County Manitowoc Sheboygan
18. Milwaukee	Milwaukee	North Shore Milwaukee County Wauwatosa Greater Milwaukee

INFORMATION RESOURCES

Division of Employment and Training Policy; Ellen Saunders, Administrator; Department of Industry, Labor and Human Resources; P.O. Box 7972, Madison, WI 53707.

Feminization of Poverty Committee; Dotty Juengst, Chair; 123 South Webster, Green Bay, WI 54301.

NEWCAP, Inc.; A Community Action Program Serving Northeast Wisconsin; 1201 Main Street, Oconto, WI 54153.

"Open Meetings Law," League of Women Voters of Wisconsin, Inc.; 625 West Washington Avenue, Madison, WI 53703-2691.

"Organizing for Change," Project on Equal Educational Rights; 1413 K Street NW, Washington, D.C.

State Job Training Coordinating Council; Daniel Jorosik, Chairman; Madison, WI.

Wisconsin Women's Council; Sarah Harder, Chair; 30 West Mifflin Street, Suite 512, Madison, WI 57702.